Department of Agriculture and Industries,
Central Provinces

MEMORANDUM ON THE CONDITION OF THE PEOPLE OF THE CENTRAL PROVINCES DURING THE DECENNIAL PERIOD

1902—1912

BY

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MEMORANDUM ON THE CONDITION OF THE PEOPLE OF THE CENTRAL PROVINCES DURING THE DECENNIAL PERIOD 1902—1912.

SECTION I.—INTRODUCTORY AND DESCRIPTIVE.

Introdutcory.

The Central Provinces and Berar are primarily an agricultural tract: but not more completely so than the rest of India. Like the rest of India, the Province contains wide and fertile plains which grow, not merely food for the cultivator, but freight for the railways and materials for the busy manufactures of India and the rest of the world. There are areas of valuable forest and wild and barren mountains, while beneath the earth are deposits of minerals. It contains large cities, where some proportion, perhaps not a large one, of the locally grown cotton or oil-seeds, hides or timber are worked into manufactured products. Among its population are millions of illiterate aborigines, together with a large and important educated class, containing some of the keenest intellects in India. In marshalling facts and figures for a consideration of the economic or social progress of the country, therefore, the Province must be allowed to take its place as fully typical of the rest of the Indian Empire and must not be regarded entirely as a backward tract, lying outside the lines of progress along which the country as a whole is moving.

Characteristics of the last three periods contrasted.

2. To those who may have read the two previous reports on the moral and material progress of the Province, the contrast of the three periods dealt with therein and in the present report is very striking. As was recently pointed out by a late Chief Commissioner of these Provinces, the progress during the first period was one of quantity rather than of quality. The cultivator added acre to acre of cultivated area, but he neither improved his methods, nor increased his security against famine: nor—most important of all—was he led to consider whether the financial conditions under which he worked were not susceptible of complete alteration and improvement. This blind adherence to custom, fostered by prosperity, had characterised the attitude of the people since the earliest times; changes had been slow, and the effect of the contact with western ideas had so far seemed to be of the slightest. The next period from 1891-92 to 1901-02, was one of severe and repeated reverses. The people of the Province were to emerge from these into an epoch not only bright with prosperity, but illuminated with glimmerings of the light of self-consciousness and self-realisation.

The new spirit.

3. Many causes contributed to this end. Besides the stress of famine and plague, the striking lesson of the Japanese war had had a sudden and very marked effect on the popular imagination: while the educational policy of Government in the past, as well as the general improvement of the administration, by a gradually accumulating influence affecting social and economic conditions, had begun at last to act on the national sentiment. This important question can hardly be dealt with adequately, except in great detail. Suffice it to say here, that the new spirit made itself apparent in many ways. The cultivator showed himself more ready to listen to the teachers of improved agricultural or financial methods and less prepared to submit passively to village customs which had long ceased to be useful. The labourer was more ready to seek work in distant districts—not merely under stress of famine, but with the hope of an anna or two higher wages The same spirit of self-realisation that gave rise to the attempt on the part of the Brahminical classes to re-assert their waning supremacy, often by politically undesirable means, taught the Kunbi to claim religious equality and to reject Brahminical supremacy. The literary classes began to show a desire, for the adequate fulfilment of which, unfortunately, they have as yet neither the technical skill nor the command of capital, to make their country as far as possible independent of

seasonal fluctuations, and to secure for her sons a greater share in the exploitation of her material resources. The same spirit inspired hot-headed youths or disappointed seniors to seditious attempts: but it was also the source of the demand among educated and responsible Indians for a greater share in the government of the country. Every great change must bring some evil with it as well as good: but no one dare say that the new spirit has not brought to India an amount of good which vastly outweighs the evil.

Land-marks of Provincial History.

4. The salient events in the Provincial history of the period were, the accession of Berar to the Province in 1903; the construction of the Satpura and other narrow guage railways between the years 1901 and 1907, and the energetic irrigation policy pursued by Government since the famine of 1907, The effects of the first have not yet fully shown themselves; one of them has been a shifting of the political and economic balance of the Province to an even greater extent than before in favour of the Maratha tract and Nagpur; another, a large addition to the Government revenues, leading to greater efficiency in administration; the third, an increased provincial interest in the valuable cotton crop, and in the industries which are concerned in its export and manufacture. The effect of the narrow gauge lines has been the opening up to cultivation and the colonisation of areas hitherto undeveloped, and a great addition to the value of the national forest estate. The economic effect of the irrigation policy has been slight as yet: but it is destined to have important results in the future.

SECTION II.—ECONOMIC PROGRESS.

The rise in prices.

5. The economic development of the Province has certainly been the most striking feature of the decade. The rise in prices and in wages is a point that at once arrests attention. The prices of the staple food grains—wheat, rice and *juar* (millet)—stood at almost the same average figure during this decennium, with six good years and only a single bad one, as during the last, which contained two years of complete crop failure and only two really good years. In spite of prices hitherto associated only with years of famine which would, not many years ago, have sent swarms of starving wanderers to beg or die along the village roads and in the cities, the present is a time of the greatest prosperity for the working classes.

The rise in wages.

6. The causes of this are simple. There has been a diminution in the supply of labour and an increase in the demand for it. The decline in population exhibited by the census of 1901 was 8·3 per cent, and it is clear that these famine losses must have been almost entirely confined to the labouring classes. Since then, plague has been active among the fluid labour population of the towns. Losses from this cause have averaged 1·46 per 1,000 per annum, with a total death roll of nearly 250,000 during the decade. The demand for labour, on the other hand, has greatly expanded The cropped area of the Central Provinces districts has increased from just under 15 million acres, to 17¾ millions. The expenditure on Public Works during the preceding decennium (omitting famine works) was 190 lakhs of rupees: between 1902 and 1911 it amounted to 597 lakhs. The expenditure on railway construction during the period from 1902—1911 was 418 lakhs. And though similar figures are not available for the preceding decennium, it seems probable that the expenditure fell far short of a third of this sum. Two and three quarter million tons of manganese were mined during the last ten years at an average cost of Rs. 1-8-0 to Rs. 4 per ton. There were 244 factories (mostly small cotton gins) in 1901 with 29,000 employés: in 1910 there were 409 with nearly 40,000 employés. The increase in private building enterprise has been great, though statistics regarding it do not exist. It is hardly surprising, then, that the rise in wages has been considerable. Field labour was paid at the rate of 3 annas a day at the beginning of the period: it is now impossible to obtain coolies in an average district at less than 4 annas: while the rates for weeding in Berar have risen from 3 or 4 annas to 5 to 8 annas according to the character of the season. The opening of manganese mines in the district of Balaghat raised the rate of labour within 3 or 4 years from 1½ annas a day to 3 or 4 annas over large areas. Labour in cotton gins receives 5 or 6 annas a day

instead of 4 annas. When it is considered how much more freely labour moves at present than was once the case : how, during the famine of 1897, villagers lay starving in their houses a mile or two from a relief work, while to-day labourers from Chhattisgarh are to be found on the railways of Bengal and Assam and by the docksides of Calcutta, it is perhaps remarkable that wages have not risen even higher. The main increase took place before 1905, and since then there has been little general increase, though instances are to be found where an unusual temporary demand has pushed the rate of wages up to figures previously unknown. Though employers still complain of the indolence and inefficiency of the Indian coolie, yet those most experienced in the management of local labour are of the opinion that its efficiency has increased: the higher rates have made the coolie physically stronger and more self respecting, and his pay-masters more exacting. The system of famine relief accustomed the labouring classes to piece-work and they are now more willing to add to their earnings by harder work.

The population after falling from 14,761,534 to 13,602,592 between 1891 and 1901, rose to 16,033,310 at the census of 1911. But the proportion of children under 10 in 1901 was only 27 per cent of the total: in 1911, it is 29 per cent, and if the comparison is restricted to the Central Provinces proper, 30 per cent. Until these children have reached years of maturity, the increase in population will not materially help the labour supply.

7. The most striking features of the trade returns have been the steady rise in imports, and the increased value of the exports of cotton. Imports have risen from $8\frac{1}{2}$ crores to $11\frac{1}{2}$ crores of rupees. Exports have increased in value from nearly 14 crores to more than $18\frac{1}{2}$ crores. The rise in the one case has been very closely proportionate to the rise in the other. The value of cotton exported in 1902-03 was five crores of rupees ; in 1911-12 it stood at about 12 crores. The actual quantity exported shows no such marked increase, but prices have risen greatly. The wheat trade does not yet stand where it did before. But the four million acres of wheat grown by the cultivators of the Central Provinces proper, before the famine cycle, represent an area exaggerated by the relatively high price of wheat and by wet seasons which had brought cotton and *juari* somewhat into disfavour. The present wheat area, a little in excess of three million acres, represents fairly enough the best capacities of the wheat soils of the Province, under present conditions of prices and agriculture. The total of an Indian crop is still very difficult to calculate from the amounts that come into sight week by week, owing to the variety of considerations that affect the cultivator's desire to sell. Such an occurrence as Halley's comet caused a holding up of food grains on a very large scale. The articles imported denote in an ever-increasing degree a rise in the standard of comfort. There is not a town deserving the name without two or three bicycles : not a large village without its sewing machines : gramophones are often heard enlivening the monotony of a village evening, or the tedium of a railway journey. Books are now frequently purchased by Indian travellers to read in the train. Rosy, if tasteless, apples are commonly sold in the bazars of the prosperous towns of the cotton country.

Trade.

8. The activity of railway transport necessarily bears a close relation to the number of carts available for bringing produce to the stations. The best measure of this is the proportion borne by the number of carts to the number of ploughs in a district. The highest proportion naturally exists in the cotton tracts, where there are often more carts than ploughs ; while it falls as low as one cart to 10 ploughs in Jubbulpore, where most of the export trade is carried by pack animals. Even in this and other northern districts the proportion of carts to ploughs has considerably increased during the decade, and over the Province as a whole it has risen from $2\frac{1}{2}$ ploughs to a cart to less than 2 ploughs. The cost of carting, owing to the cotton traffic, the manganese export and the general activity in building, has greatly increased. The rates in Nagpur, for instance, have gone up in 14 years from 8 to 20 annas a day.

Communications.

The population of the Province have become much more frequent travellers. During the four years just preceding the year 1892, the average number of railway tickets issued per head of population was ·24 : in 1911 it was ·73.

The Satpura railway has opened up a tract, the produce of which has hitherto had to reach the railway over steep ghats and scores of miles of road. The increased activity of trade may be judged from the fact that in districts opened up by the railway the fraction of civil suits per head of population is 50 per cent higher than ten years ago, though the increase in the rest of the Central Provinces proper has been inappreciable.

SECTION III.—THE AGRICULTURAL CLASSES.

Agricultural conditions.

9. The agricultural progress of the period may be described very briefly. Taking 100 to represent a normal crop on a normal area, the figure reached by the crops of the decade is 88: in view, however, of the general tendency to under-estimate outturns in prosperous years, this figure is perhaps too low. The corresponding figure for the preceding decade was 73, and this, owing to the large number of bad years, represents more correctly the real conditions of the period. The nett cropped area for the Central Provinces proper reached a maximum of 15,900,000 acres before the beginning of the famine cycle; it now stands at 17,700,000 acres. The nett cropped area for the whole Province has increased during the decade from 24,100,000 to 24,900,000 acres. The cotton area has expanded from 3,900,000 to 4,481,000 acres. All crops, excepting wheat, have recovered their normal area. The number of cropped acres per plough animal averaged 6 during the period between 1892 and 1901: during the last decade there were on an average 4 acres to each plough animal. The average incidence of rural population per cropped acre is 1·27 acres per head: in the preceding decade it was 1·29 acres; thus population bears much the same relation as before to the cultivated area: the methods of cultivation are the same, and the economic results of the work of the Irrigation and Agricultural Departments have yet to show themselves. It would require a very detailed examination of their working year by year from their beginning, to make visible the hopeful signs which are justifying the anticipations on which these departments were formed: here it must suffice to say, that those who are in closest contact with their workings, whether private persons or officials, are the most confident of the great possibilities that they contain for the people of the Province. If a proof of this is wanted, it may be found in the increased price of land commanded by irrigation works in Chhattisgarh.

The famine cycle has left a few marks on the agricultural practice of the Province. The extension in the wheat embankments of the Nerbudda Valley and Chhattisgarh, the increase in the irrigation wells of Nimar and the tanks of Chhattisgarh, and in the stone and brush-wood works for the prevention of erosion that are now so common in thear cotton country, are all due to a desire on the part of the people to secure themselves as far as possible against famine losses.

Landholders, tenants and land tenure.

10. There is no doubt that the landlords suffered more severely than the tenants from the effects of the famines. But the past decade has seen a complete recovery in both cases. Though rents are now paid as promptly as at any period, the position of the landlord has been weakened by the breaking away from custom that has formed so significant a feature in village life. There has been little change in the proportion of the area held as home-farm, to that held by tenants: the increase of the former has been arrested by bad years and the rise in wages: and the same cause has tended to make the landlord treat the small holders, who provide much of the village labour, with more consideration. The average tenant holding has decreased in size during the decade from 11·7 acres to 10·5 acres. The rise in prices and prosperous years have offered great possibilities of rental enhancement. Very little, however, has taken place. The average rent-rate in the Central Provinces has only risen from 12 to 13 annas per acre. Till within the last ten or fifteen years, landlords freely and often arbitrarily enhanced the rents of tenants. Now, although the tenancy law has been amended with a view to facilitating and regularising rental enhancement, landlords prefer to re-let on existing rents, taking heavy premia, which are beyond the reach of assessing officers. The position of the cultivating classes has undoubtedly been improved by the prompter and more liberal suspensions and remissions of revenue, which have been rendered possible by a more efficient revenue staff and more accurate records.

Berar is a country where by far the larger proportion of the cultivators hold direct from Government as peasant proprietors. Hitherto this division has had no record of rights: the creation of this has now been taken in hand, and will, it is hoped, facilitate revenue work and give a more assured basis for judicial decisions, while the greater certainty of the creditor as to the borrower's title should make for cheaper money.

Generally speaking, the effect of the revision of the Central Provinces Tenancy and Land Revenue Acts at the beginning of the decennial period has been very little. The new sections regarding the transfer and surrender of tenancies produced an outburst of applications for the first few years: but this has now subsided and the general tendency of revenue business is much on the old lines. Possibly the restrictions on land transfer may have helped to arrest the loss of land by the cultivating classes, but prosperous seasons and increasing intelligence have done infinitely more.

Famine.

11. Though in the earlier part of the decade there were one or two years of poor crops and local scarcity, the year 1907-08 was the only occasion when anything approaching a general failure of the crops took place. In this year the average outturn for the Province was reported as only 53 per cent of a normal crop. But the power of resistance displayed by the people was a proof of the improved economic conditions of the province. The demand for employment, agricultural or other, fell off so little, that the Administration found it unnecessary to introduce any general system of famine relief, and successfully coped with such distress as existed by an expansion of the regular programme of Public Works and by liberal suspensions and remissions of the Land Revenue demand, supplemented by large advances of Agricultural and Land Improvement loans. The crop outturns of the Bhandara District in the years of 1896-97 and 1907-08 were represented by the percentages of 42 and 41, respectively. In the former year 42,000 persons were at one time on relief: in the latter year, extra employment had to be provided for 3,560 only.

Indebtedness.

12. That the cultivator is as a rule indebted, is not surprising when one considers the fluctuations in value of the crops on which he depends, even in non-famine years. In one year, the cotton exports of the Province were valued at 460 lakhs of rupees: in the next year, at 1,112 lakhs. The function of the money-lender has for ages been a very necessary one: he absorbed most of the surplus of good years: and made it available (at any rate for the thrifty and well-to-do) in bad ones. When he changed his rôle, and misused his position by acquiring large areas of landed property, he ceased to fulfil a useful function. The famine years, with their heavy losses, compelled him to restrict his desire for land: and the rise in the cost of labour has accentuated the effects of the famine. The money-lenders themselves realised that to retain their claims over impoverished debtors or to seize their land was alike unprofitable. This cause, together with the religious and charitable sentiments that distinguish many of the money-lending castes, rendered possible the debt conciliation policy which was undertaken between the years 1898 and 1905, and in three districts alone resulted in the wiping off of 106 lakhs of rupees with the consent of the creditors. But such action as this was remedial only: a positive policy that could of itself supply a stimulus to thrift and self-improvement was required. This, it is hoped, has been found in Co-operative Credit. Starting in the year 1905, with a few small societies commanding only a few hundred rupees of working capital, it can point to-day to 585 societies, with a turn-over of nearly 15 lakhs of rupees. The movement has survived one year of severe scarcity, without much difficulty: and it seems destined to revolutionise many other features of rural life besides its finance.

Rural life.

13. Old customs based on ideas once appropriate to the village economy, but now no longer applicable, are beginning to lose their force. The theory of the self-contained village, with its dependent fringe of non-cultivating artisans and servants, is breaking down. The cultivator is refusing to allow the menial castes to take away the hides of his dead cattle, now a valuable product. The village artisan is finding that the towns offer him better wages: where he is not tied to the village by the possession of land, he is leaving it: and where he stays, he is raising his charges.

Relations between landlord and tenant tend to become more purely economic. The practice of unpaid customary labour for the landlord is dying out, and with the increased wages for paid labour, there is a marked tendency to restrict the extension of the home-farm, and to give out land on premia or cash leases; a policy much the same, in fact, as that which landlords were compelled to adopt in England and elsewhere, after the Black Death had denuded the village of its labourers or small cultivators.

SECTION IV.—INDUSTRIAL AND COMMERCIAL.

14. The number of cotton gins has increased and one or two more cotton mills have been opened; but the only new manufactures that have been started consist of two match factories, of which one is doing fairly well, while the other is no longer working; a glass factory, which has not yet attained the security of commercial success; one large, and three or four small, oil mills, which can, however, obtain no local sale for their cake; and a large pottery. There is a general complaint that indigenous company management is not as yet successful. The literary and commercial classes of the Province, though of acute intellect and fully qualified to succeed in enterprises for which custom has fitted them, have not yet acquired the "joint-stock habit" and are too apt to subordinate the common good and the requirements of sound finance to personal and immediate interests.

Mill industries.

15. The decline in domestic weaving shows as yet but little signs of arresting its course. The number of persons dependent on weaving and its subsidiary operations for a livelihood was 729,000 in 1891: in 1901, it had fallen to 469,000, and at the recent census to 390,000.

The artisan.

Potters, however, were not much affected by the famines: and their numbers now stand at 68,000, against 74,000 in 1891. Leather workers, after declining in number from 169,000 to 116,000 between 1891 and 1901, have now increased to 127,000. The carpenter and the blacksmith are in ever increasing demand: and cultivators complain bitterly of the way in which skilled craftsmen are deserting the villages for the towns and the mills. Bad finance is at the root of much of the decline in domestic manufactures. Co-operative Credit has only recently been extended to industrial societies, but it has already shown that cheap credit reduces so greatly the cost of his raw materials to the worker as to make a substantial difference in his earnings. Unless, however, some new factor, such as better finance or an improved loom steps in to arrest the decay of weaving, the wages of some classes of weavers already compare so unfavourably with those earned by unskilled labour as to make it clear that at no distant date few domestic weavers will be left, save the makers of solid bordered cloth, in the production of which power looms have not yet been able to compete with hand looms.

SECTION V.—PUBLIC WELFARE AND PROGRESS.

16. A spirit of greater liberality among the more educated castes has accompanied a tendency to greater rigidity on the part of lower castes who have recently become prosperous. The general effect of both has usually been beneficial. More than one caste has abandoned spirituous liquors: and there is no doubt that more stringent caste restrictions make in favour of higher sexual morality. Among the higher castes, the intemperance which at first accompanied the relaxation of caste restrictions has to some extent disappeared: and the better and more sanitary habits of life, the pursuit of more healthy, more civilised and more intellectual pleasures, which have led to the founding of numerous literary, athletic and social clubs among the educated classes, and the gradual emancipation of women, as evidenced by the partial removal of purdah restrictions and the founding of ladies' clubs and of classes for domestic instruction, are all signs of real progress. Teetotal movements, in some cases caste, in others political, have been not infrequent, and have in nearly all cases left behind them some residue of a real feeling in favour of greater temperance. Instances have not been wanting of cases where Brahmins have postponed the marriage of their daughters till they reached a reasonable age, or have even in one or two cases allowed them to enter liberal professions. The

Social conditions.

Maratha Kunbi caste movement is significant. A desire to make themselves independent of Brahminical religious ascendency has been fostered by education, and the movement is already a powerful one and seems likely to extend to other castes.

17. The economic effects of bubonic plague have been already described. In the towns, it has induced the middle and higher classes to move into suburban residences with lighter and more airy rooms than the old style of native house. After much opposition, a stage has been reached at which the people are ready to evacuate their houses at the first warning, except in the case, perhaps, of the weaving castes: and an increasing proportion are prepared to be inoculated. Public attention has gradually been aroused to the fact that, though an improved water-supply has prevented cholera in towns, yet it has hitherto been usually accompanied by a rise in the death rate, owing to the absence of drainage and the consequent increase in febrile diseases. Extensive drainage schemes are now under preparation or construction for most of the principal cities of the Province. The horrors of the indigenous milk supply, in its transition from the domestic to the professional stage, have roused strong feeling among the more enlightened classes, and it is probable that a better dairy system will soon be evolved, with the result of lessening, it may be hoped, the appallingly high infant mortality.

Disease and sanitation.

18. Nowhere has the conscious desire for progress been so clearly shown, as in the increased readiness of parents to educate their children. The first few years of the decade witnessed a gradual recovery from the decline in the attendance at primary schools caused by the famines. About the year 1905, however, a great and spontaneous increase set in. This was due in some cases to caste revivals, especially in the case of aborigines, but, speaking generally, it may be ascribed to a greater appreciation of the benefits of education. The number of vernacular scholars rose from 153,000 at the beginning to nearly 300,000 at the close of the decade. The number of scholars learning English rose from 9,000 to 18,000. But mere figures do not represent the general improvement. In vernacular schools, trained and certificated masters have given an entirely different turn to the teaching and atmosphere of the school: and their arrival has almost invariably caused an increase in the attendance. In High Schools and Colleges, greater attention is now paid to the moral and physical well-being of the students. Well-managed hostels, organised games, more personal interest in the students on the part of the staff, have revolutionised the tone of college life. Technical education has been started too recently to enable any definite opinion to be passed as to its effects; judging from the experience of other parts of India, it is more likely to depend for support on existing industries than to widen the field of industrial enterprise. But no one who has observed the effect of a training in mechanics or mechanical engineering on Indian students can have any doubt as to the excellent mental discipline it furnishes: and it may be hoped that the extension and improvement of science teaching, which is now taking place, will add the practical belief in the results of scientific investigation, and the adherence to its methods, that is so much needed by the Indian educated classes.

Education

19. The increase in civil litigation has been very slight, especially in the richer and more litigious districts. The number of pleaders has, on the other hand, greatly increased and shows every signs of continuing to do so. Owing to the creation of a separate cadre for dealing with civil litigation, and to the appointment of officers with better legal training, suits are tried with more skill and care, although, save in Berar, with less promptitude in disposal.

Litigation and crime.

The Insolvency Act of 1907 has proved of little help to creditors, and it is the debtors in almost every case who seek its help. Petty crime, due in most cases to famine conditions, has decreased, but professional criminals from outside as well as inside the Province have been tempted by the increased wealth of the people to more frequent ventures. It is generally admitted that the reformed police staff are more honest and less oppressive in their working, and they are now beginning to evolve detective

methods, more consistent with modern ideas, and not incapable of coping with the more skilful and determined type of modern criminal.

Excise.

20. Although the number of shops for the sale of drugs and liquor has been very greatly reduced, and the duty rate enormously enhanced, the Excise revenue has continued to increase. Excise receipts are bound to rise in proportion, not merely to the rise in wages of the drinking castes, but to the amount by which the wage received exceeds the cost of living, increased, it may be, by a rather higher standard of comfort. A rise in wages from three to five annas a day nearly trebles the coolie's liquor money. The rise in consumption, however, has not been large. Owing to the frequent changes in system, figures are not readily available, but in eight districts the consumption fell from 757,000 proof gallons in 1906-07 to 605,000 proof gallons in 1910-11. The rise in the cost of liquor has everywhere been very great. The area just round Balaghat town may be mentioned as a fair example. There the rate rose from two annas a bottle in 1903-04 to five annas in 1908-09.

Administration.

21. There has been an undoubted gain in administrative efficiency, owing largely to the increase in sources of revenue that expand automatically, such as Excise and Stamps. Higher qualifications are now demanded from candidates for Government service. The pay of the menial and clerical establishment has been improved, though in the case of the former, perhaps, hardly in proportion to the general rise in wages. But it is noticeable that, throughout the Province, the greater profits of agriculture and commerce, together with the greater intelligence of the public generally, have tended to place officials, in respect of social position and personal influence, far more nearly than before on an equality with private persons in receipt of similar incomes.

Conclusion.

22. A heavy responsibility lies on Government in guiding and fostering the new spirit of progress. The tendency towards association and co-operation must be encouraged in finance and industry: a sense of responsibility and the need for joint endeavour must be developed in political life: and, by the provision of education and training suited to their needs, by legislative action where necessary, and by a watchful eye on such interests as may be inclined to take an unfair advantage of their wealth, social position or intellectual prestige, all classes of the population must be helped to develop their destiny along the lines best calculated to secure their own happiness, and the prosperity and well-being of the country at large.

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